THAYER'S BIENNIAL.

The Governor's Message Delivered Before the Legislature.

STATE PROGRESS AND NEEDS.

Increased Funds Necessary to Run the Public Institutions.

ASSESSMENT LAWS.

One Fund Recommended For Both County and State.

THE QUESTION OF RAILROADS.

Leese's Recommendation Not Concurred in-An Elective Transportation Board-The Omaha Police Commission-A Plea For the Militia.

The Message. GENTLEMEN OF THE SENATE AND HOUSE OF

REPRESENTATIVES: Under the blessings of Divine Providence you are permitted to meet in the twenty-first the legislature of the state of Ne braska. It is a subject of congratulation that you meet under such favorable auspices During the year that closed, general health and prosperity have prevailed. The labors husbandman have been followed with bountiful crops, and on every side there are evidences of general contentment and satisaction. The excitement of our national quadrennial election has ceased, to be succeeded, one may safely as-sume, by a healthy confidence in permanent public policies which shall guard nd foster American industries and Ameri

Under the influence of fixed systems it is reasonable to anticipate a new impetus to be given to the various branches of business pursuits, to be followed by a degree of im-provement in all our material interests not

ritherto reached. The constitution makes it the duty of the executive at the opening of each biennia session of the legislature to furnish a state ment of the condition of our public affairs, and to recommend the adoption of such measures as, in his judgment, will best sub-serve the interests of the state and promote the public welfare.

FINANCES.

Your attention is invited to the reports of the treasurer of the state and of the auditor of public accounts, which will give you a clear idea of the financial affairs of the com-

monwealth.
The treasurer is the general receiver and dispurser of all the public funds, while the auditor is the general accountant of the state. The reports of these officers contain complete and most valuable information in regard to the finances, which are, of course, of deepest interest to the people. It will be your duty to give to them an exhaustive examination. I believe the financial condition of the state to be highly satisfactory.

REPORT OF THE STATE TREASURER. Balance in treasury November vember 30, 1888...... 4,236,528.94

to November 30, 1888.....\$4,244,582.98 Balance in treasury November 30, 1888. \$ 036,298,72 Receipts during the fiscal term to 4,236,528,94

Revenues from land and other Transfers from other funds.... 1,681,136.45
Disbursements during the same time... Legislative appropriations war-rants redeemed............ 1,090,625.18 Bonds purchased and miscellane-

Transfers to other funds...... 268,299.06 Disbursements greater than re-Balance in treasury November

944,359.76 30, 1888 936, 298, 72 Balances November 30, 1888, of the funds on and in the office of state treas urer: General.....

65,444.20 270,663.79 School, temporary
University, permanent
University, temporary
Agricultural college endowment. 50,129,63 Insane hospital.... Normal endowment..... Normal interest...... Normal library..... 4.100.00 Saline Land stockyard..... Capital sale of state lots.....

The assessed valuation of the taxable property of the state in 1887 was \$160,506,266,25, being an increase of \$16,573,695.74, as compared with the assessment of 1886.

The assessment of 1883 gave the value of the property of the state for the purposes of n at \$176,012,820.45, giving a total in crease for two years of \$12,080,240.94. The rate of taxation for state purposes for the year 1887 was 8½ mills, and for the year 1888, 7½ mills on each dollar valuation, and there has been collected during that time the sum

Total..... \$936,298.73

of \$2,286,931.39, distributed as follows: General fund......\$1.427,923.44 Sinking fund..... School fund 280,972.58 University fund 110,170.7 Penitentiary fund..... 36,294.52 35,584,89 Live stock indemnity fund.....

.\$9,280,081.89 The levy of 1887 will yield the following amounts: General fund, 4 9-10 mill..... \$ 793,434.85 Sinking fund, 4-8 mill
Schoot fund, 1 mill
University fund, 3 mill
Capitol fund, 6-8 mill
Reform school fund, 3 mill 160,506.20 20,063.24 Institute for feeble minded fund, 20,063,24 Live stock indemnity fund, 2-Smill 40,126,48

.\$1,305,659,78 The levy of 1888 will yield the following amounts: General fund, 4 95-100 mills...... \$571,668.6 Seheral fund, 4 95-100 mills.
Sinking fund, 1-6 mill.
School fund, 4-5 mill
University fund, 3 mill.
Capitol fund, 6-8 mill.
Reform school fund, 1 mill.
Institute feeble minded fund, 1 mill. 27,596,49 140,601,87 66,004.80 22,001.60 mill.
Live stock indemnity fund, 2-8 44,003.20

mill.,.... Total......\$1,325,887.79
Appropriations asked for the operating expenses of the state government to March \$11, 1891, and for additional improvements as estimated by heads of respective departments or the state auditor, and by the heads of public institutions, are as follows: egislative expenses 21st ses-

18,800.00 63,200.00 Adjutant general....... Secretary state....
Auditor public accounts...... 19,100.00 12,600.00 tion. Attorney general Commissioner of public lands

ings

Board of educational lands and upreme court....... State library ormal school Pententiary
Hospital for insane, Lincoln.
Hospital for insane, Norfolk.
Asylum for insane, Hastings
Industrial school. Institute for blind Institute for deaf and dumb..... Home for the friendless Institute for feeble minded. Live stock sanitary commission.

170,951.49 43,600.00 146,882,95 tate board of transportation 19,450,00 Fish commission State board of pharmacy...... State university..... 995,000.00

Miscellaneous..... \$9.890,294.57 Items in detail will be found in the repor of the auditor. This, as compared with the estimates of two years ago, is an increase of \$346,725.84. This increase is easily accounted for when we consider the growth of the state, new institutions, etc. These estimates cover the furnishing and the running expenses for the next two years of the new institutions created by the legislature of two years ago and for the new buildings now DESIRE OF COUNTIES TO ESCAPE STATE TAXA-

TION-ONE FUND FOR COUNTY AND STATE.
Under our present law governing assessment of property for taxation, in my opinion there is just cause for complaint, and in a majority of cases the trouble arises with a desire on the part of the counties to escape as nearly as possible taxation for state pur poses. The auditor, whose duty by law is to make such recommendations as he may see fi for securing uniformity and efficiency in the levying and collection of taxes, has recom mended that the law be so amended that in stend of levying a stactax to be extended upor the tax list of a county, a certain sum ob-tained by proportion after an equalization of property values has been made by the state board of assessment, be certified to by the different counties and paid into the treasury in quarterly payments. That for the support of both county and state there be but one fund. This recommendation, it seems to me, is a step in the right direction to simplify the work and entirely do away with the strife to escape taxation.

The assessed valuation of all property he state for the year 1888 was \$176,012,820.25, while if property had been assessed in its true value, this amount would have been ten times as large.

The auditor in his report shows a large in-

cease of insurance business in his office and commends an additional deputy to take charge of that business. In my opinion the recommendation is a good one, and I trust the same will meet your approval. AMOUNTS PAID TO THE STATE ON SALES OF

PUBLIC LANDS.

1 have received from the treasury of the United States, two drafts, one for \$27,080.67, the other \$19,034.59, which were paid over to the state treasurer for which I hold receipts These funds were found to be due the state for the 5 per cent of the sales of the public lands.

DEPARTMENT OF THE SECRETARY OF STATE The report of the secretary of state pro sents a comprehensive showing of the busi ness and labors of his department during the last two years. It gives a succinet history of all the institutions of the state, the cost of the buildings, the value of the lots occupied by them, and a mass of valuable information which is thus placed within the reach of every citizen who takes an interest in what-ever concerns the honor and welfare of the state. It furnishes conclusive evidence of the wonderful development of material terests and the remarkable progress and enlargement of all business enterprises.

As an evidence of the rapid increase of business in his office, it may be stated that

there were recorded in 1885 and '86, 271 arti-cles of incorporation, while in '87 and '88 there were recorded 516. Total number of bonds recorded in 1885 and '86, 2,258; in 1887 and '88, 4,866.

Number of notarial commissions issued in 1885-86, 1,569. Number issued in 1887 and 1888, 2,224, There were recorded in his office 200 more

pages of written matter in the last two years than in the preceding fourteen years. These facts illustrate the increase in business in all the public offices. The report gives the average cost per week of the inmates of all

our state institutions.

It recommends that a property account be kept by every officer of furniture and suphis custody, which shall be invento his successor, and receipts taker from him. It also recommends that pro-vision be made for the sale of all abandoned property, or which has become apparently useless. I concur in these recommendations PUBLIC LANDS AND BUILDINGS.

The report of the commissioner of public lands and buildings furnishes a large amount of valuable information in regard to the different institution and properties of the state, especially in regard to the school lands and funds. The tabulated statement shows that the number of acres granted and confirmed to the state for educational purposes is 2,834,398 acres; 162,051.60 have been deeded, leaving a balance of 2,722,346,34 ieres, title to which is yet vested in the state. There are now under contract of sale 639,454.16 acres, and under lease contract, 1,427,460.19 acres, and 655,431.99 acres that have not yet been leased or sold. The in crease in the permanent school fund in the last two years has been about 13 4.5 per cent. There is now invested in United States securi ties and registered county bonds the sum of \$1,807,142.35, unpaid principal on sales \$4,432.048.51, and cash on hand in the treasury \$293,602.10, making a grand total of the permanent fund of \$6,532,702.95. Pursuant to an act of the legislature approved March 31, 1887, the board of educational lands or-dered a reappraisement of the unsold educational lands in about thirty counties. From the returns received a marked increase in value is shown, being more than double that

of former appraisement. ATTORNEY GENERAL'S DEPARTMENT. The report of this officer furnishes a statement of the business transacted in his de-partment during the past two years. Sixty cases have been heard before the supreme court in which the state appeared as plaintiff or defendant.

The attorney general in his report suggests that I call the attention of the legislature to the great injury that would result to the peo-ple of Nebraska should the bill now pending in congress become a law (meaning the bil providing for an extension of time of the payment of the debt now due the government from the Union Pacific railway , and to ask that our senators and representatives in congress be requested by you

to oppose such a bill. The attorney general further says: "The only fair method of solving this great Union Pacific problem is to declare the road in-solvent and to order it sold for cash, and then the state could control it."

After discussing the matter further, he says: "I have challeaged your [my] atten-tion to the above facts for the pur-pose of having you [me] inaugurate some method to determine this much-vexed question, and if, through our executive and legislative departments, our congressmen can be made to act in behalf of the state of Nebraska, the day is not far distant when the whole railroad problem will be settled in this state, the same as in Ohio, Pennsylvania, New York and other states."

It will thus be seen that the attorney eral asks me to inaugurate a method which this whole vexed question can be de-termined, while he had just previously declared the sale of the road by the govern ment to the highest bidder for cash to be the only fair method of solving this great Union Pacific problem I am frank to admit that I am not equal to the task of adjudicating this controversy, which has vexed the statesmanship of congress and the country for several years. It may be easily settled on paper—it may be readily disposed of by a dash of the pen—it may be laid to rest by a simple assertion, but when it comes to a practical, permanent ad-justment of the matter, it is more than probable that very grave difficulties may con-front those who attempt the settlement. What becomes of the first mortgage bonds! Who liquidates the first indebtedness! It must be borne in mind that the government holds only the second lien upon the road and its franchises. If the government should pay off or assume the prior indebtedness, it would undoubtedly find itself far more deeply involved than before, for this indebtedness, both principal and interest, must

now amount to more than fifty millions. I submit this matter to your honorable body without making the recommendation proposed, for the reason that I am not clear that the extreme measures advocated by him are the ones to afford the necessary relief; but on the contrary, I fear more disastrous consequences to the government if they

should be adopted. My own judgment is adverse to such a recommendation. Furthermore, congress has the supreme and only control of the whole subject, and at this very time that body has it under consideration. 16,000.00 In the discussion of this question I divest myself of all partiality, friendship, prejudice and hostility, seeking neither applause or evading condemnation.

But while declining to concur in these

recommendations to you, I distinctly assert that the Union Pacific railway, and every other railway and corporation doing busi ness in this state, must be subject to the constitution and laws of this state. No corporation can rise above the jurisdiction of the state in which it transacts business. The Union Pacific cannot claim that it is a foreign corporation chartered by congress, and therefore exempt from the operations of state laws, and yet claim the right of eminent domain in the state and the protection of its laws. This view is sustained by the decision of the supreme court of the United States, in volume Solto's Reports, page 619, Railroad Com-pany vs Peniston, which says "that the company is not a mere creature of the United States, but that while it owes duties to the government, the performance of which may in a proper case be enforced, it is still a private corporation, the same as other railroad companies, and, like them, subject to the laws of taxation and the other laws of the states in which the road lies, so far as they do not destroy its usefulness as an instrument for government purposes."

Sustained by this decision, I am utterly averse to any action of ours which shall concede the absence of jurisdiction on the concede the abser-That policy should be adopted and vigor-

ously pursued in connection with this road, which will best promote and protect the rights and interests of the government and the people. This kind of settlement which the Union Pacific makes with the government does not interest the people of Nebraska nearly as much as the country and large many as the country and large much nearly as much as the question of lower and easonable rates. In the bill now before congress, known as

the Pacific railroad funding bill (for extend-ing the time of payment), to which refer-ence has already been made, there is a provision subjecting the company to the power of the states through which the road runs in respect of state legislation and control affirm-ing the decision above quoted. And yet your interposition is sought to aid in defeating that measure In regard to our delegation in congress, I

lave this to say, that I have always found its members ready and anxious to carry out the will of their constituents. In regard to all railroads in this state, this principle, this right, must be asserted and maintained—namely, that no higher schedule

of rates shall exist in Nebraska than prevails in Kansas or Iowa, or other states. The board f transportation now possesses full power If, however, anything is wanting, it should e given them. The members of the board should be

hosen by the people.

I recommend the adoption of a constitutional amendment providing for the election of the members of the board, three in numper, by a direct vote of the people. THE NATIONAL GUARDS.

The report of the adjutant general will give you full information as to the condition and operations of the national guards since the law providing for its maintenance

and increase went into effect on the 1st of July, 1887. Under that act one regiment of infantry was organized and added to the force, also one troop of cavalry, thus forming a brigade consisting of two regiments of infantry, one section of a battery of artillery, and one troop of cavalry, the whole numbering 1,230 men. New uniforms have been purchased for the whole command, also new arms and equipments for all, though a part of the arms

were furnished by the general government and the balance was purchased by the state. These expenditures have largely increased the cost of the national guards for the two years ending the 1st of July next. The two regiments are now armed with new nuskets, and the cavalry are furnished with new equipments, with the exception of car-

Reasonable appropriations only are asked for the support of the national guards. It may be stated that the annual expense of the militia in Nebraska is considerably less than in several states which have a less number In accordance with the provisions of the

law, an encam pment of a week's duration was held in Lincoln in 1887 and in Wahoo in 1888. These encampments are designed to be and were schools of instruction, and the two which have been held certainly proved to be of much advantage to officers and men Their whole time was constantly occupied in hard work in both drill and battalion

ments. The command is composed of exceller personnel and material. They are a body of intelligent, energetic, and public-spirited young men, and nat-urally take an interest in seeing the urally guards raised to a greater degree of profi

That the clamor emanating from certain quarters against the national guards is not the expression of the popular will is evidenced by the fact that a spirit favorable to the military organization is manifested in every community where companies are lo-cated. Applications from more than sixty different towns and cities have been made to me asking for authority to be organized into companies to be admitted into the guard-which have been declined. The constitution of the United States expressly provides for the organization and use of the militia of the several states, and the constitution of every

state in the union also provides militia. These constitutional provisions prove, con-clusively, that in the judgment and wisdom of the able men who framed our national constitution, and the constitutions of the states, a well-trained militia was regarded by them as a necessary safe-guard under ou form of government. We maintain no stand ng army, as that term is used by the nation Our regular army is but the nucleus around which to gather a strong force in time of war. Our reliance in such an emergency upon the volunteer soldiery and more practiced and trained it e more efficient it will its services should be required.

trained militia of the older states furnished excellent material, in both officers and men for active service, when the nation was sud dealy confronted with the horrors of civil var in 1861. Congress has aimed to increase and strengthen the militia as shown by the act passed some three or four years ago, doubling

the quota of allowance to each state, and by authorizing the details of officers of the regu lar army to act as instructors in the military art in the universities, colleges and school of the different states. A nation's surest guarantee against war

in being amply prepared for war. And what is true of the nation is applicable to a state. That state which is best prepared to sup press riot and insurrection is the leas likely to be called upon to employ the mili-tary arm as sustain the civil authorities. This is economy for the state. The expense of prevention is always far less than the cost of cure.

The military power must ever be in plete subjection to the civil power. It can only be called into requisition as an aid and support to the civil authority.

When that is subverted and overthrown then this reserve force of the state must be employed to reinstate and support the civi authority, and to protect life and property It "may be called out," says the constitution and statutes, "to execute the laws, suppress insurrection, riots, and repel invasion, Such emergencies have arisen in all th

states. Within a year the governor of the state of Kansas was obliged to put into the states. field two regiments of state troops to pu down an actual war between the adherent of two rival county seats, in which severa persons had been slain. The ernor of Wisconsin was compelled years ago to have recourse to the national guards of the state to suppress an anarchistic insurrection. What has occurred may occur again. It cannot be denied that spirit of anarchy exists in many of our citle It firms a lodgment in this state. nest of anarchists in Omaha. It is only kep in subjection by wholesome fear of the law and the power of the state to enforce it. It is fed by demagoguism. It is nurtured by those who care naught for the public good. Governed by no correct principles, the flourish best in times of excitement, for their purpose is to create strife, incite dis order, inflame the passions and prejudices of the unreasoning, and thus weaken the safe guards of society. These who create and excite mobs are opposed to the existence of any power to suppress them. They would be best satisfied were the restraints of law and order to be overthrown. These men are the pests of society. Some one has tersely written that "if the demagogues were hung there would be no anarchists to hang."

STATE UNIVERSITY. The ninth annual report of the board of re

gents of the university presents a concise statement of the affairs of this institution. which appears to be in a prosperous cond tion. It has made rapid growth in every department, save in the medical branch, which was suspended in 1887. The number of stu-cients has been increasing regularly. The enrollment for the term just closed shows 186 in the colleges; 196 in the preparatory department and ninety-four in the school of

fine arts. The university stands at the head of the public school system of the state, and should be directly connected with the high and common schools. It has already effected such a connection with twenty-seven high schools in different portions of the stage, and graduates from these are admitted to regular standing in the university without further examination, upon the presentation of their diplomas. This relation between the university and the public schools is one which will ultimately prove of great benefit to the state and to our young men and women in secur-ing to them the opportunity of preparing themselves for a full university education. The university library contains about

It gives me great pleasure to state my con-viction that this institution has, during the past few years, made rapid advancement up to a higher grade and rank among the educa-tional institutions of the country. It is exerting a healthy influence upon education erting a healthy influence upon education throughout the state. It is an influence which is felt not only for the present, but through all time. All the people of the state must feel an interest in its success and prosperity and a pride in its good name. It deserves your fostering care, for its advantages are open to all the children of the state. PUBLIC EDUCATION.

In no commonwealth in our union is there a more general interest in education than in our state. The report of the state superinpublic instruction shows the schools to be in a very prosperous condition The total amount contributed for public edu-cation for the year just closed reached the sum of \$4,057,374.05, an increase of \$334,059.84 over the amount of the previous year. The value of school property is reported at \$5,123,-179 for 1887; \$4,779,116,22 for 1887; and \$8,821,-317 for 1886. The total attendance of pupils has increased from 194,621 in 1887 to 215,389

One of the most striking features of the rapid growth in our educational system is the marvelous increase in our town and city graded schools. In 1886 there were 188 graded scalors, in 1880 there were 188 graded and partially graded city and town schools. In 1888 243 such schools are regularly reported to the state superintendent. These reports should receive careful study, showing as they do for the first time, the education afforded, the condition of finances and the cost ver capita finances and the cost per capital education in the cities and towns. The schools in the cities and towns. The schools in the rural districts are making commendable progress. A united effort is being made to bring a large per cent of all children into school, and then to give them a systematic course of instruction. There were 73 per cent of the entire number of achief children into achief the course of the c chool children in the state actually attend chool in 1888. In 1887, 70 per cent attended seventy-five counties held teachers' norma institutes during the summer of 1888. These institutes were attended by 6,488 teachers who received training and instruction from the best schoolmen, to establish a higher professional standing among teachers, that he schools and pupils may receive corre

sponding benefits.

The condition of our permanent school and is as follows: Cash on hand Nov. 30, '88 \$ 270,663.79

school lands...... 3,953,203.41 Total......\$5,947,724.30

THE STATE NORMAL SCHOOL. No public institution of the state is more deserving of the fostering care of the legislature than the State Normal school located at Peru. Four years ago it was found neces sary to enlarge materially the Normal school pullding in order to meet a rapidly increasing attendance and to give such facilities for the education and training of the teachers, as were demanded by the growing important

The aggregate attendance for the last two cars was 645. There were graduated from he elementary and advanced department Ill teachers, nearly all of whom are now en gaged as instructors in the schools of the The attendance for 1887 was 458 and for

1888, 492. There are 310 students in the nor-mal classes the present term besides forty in the training classes whose names do not ap-As the advantages of employing teach

ers specially trained for their voca-tion becomes known the demand for such teachers increases until every par of the state participates directly or rectly in these advantages. That the normal school may be prepared to meet these demands and take a foremost rank in the onward movement, I bespeak

for it the continued generous patronage of the legislature. THE STATE LIBEARY. The report on the librarian shows the num ber of Volumes on hand at date of last re-

Supreme court reports 5.500 Total.....Supreme court reports sold and dis-34,740

Duplicates and session laws sold and other states and public libraries . . . 201

pancy, but no appropriation has made or is yet available from which funds can be drawn to move the library and to furnish the rooms as well as those set apart for the supreme court. sufficient appropriation is asked to cover

these expenses.
BUREAU OF LABOR The deputy commissioner of labor presents a comprehensive and exhaustive report on the various subjects relating to the aim and purposes for which the bureau was established. His report discusses the following subjects: Rise and progress of the bureau of labor, labor organizations, views of labor-ing men, strikes, arbitration, manual train ing, compulsory education, farmers opinions on needed legislation, prison labor statistics, farm areas, tenure and value of crops, comparative value of farm products, of manufacturing establishments, railroa reports, wages, farmers' reports and statis tics. It is to be hoped that the extensive re searches made by the deputs commissioner on these various subjects, will prove of much benefit in so shaping legislation as to advance the in-terests of the laboring classes wherever egislation is needed.

ARBITRATION.
Conflicts still arise between employers and employes. In my judgment the establishing of a board of arbitration is the most pract ticable plan for the settlement of these diffi culties and which would be fair and just to the interest of both parties. I therefore recommend the establishment of such a

SOLDIER'S HOME. The Soldier's home was completed for the reception of immates on the first of July last and it now has fifty-two. The report of the commandant presents the operations of the nome thus far. It is made a home in reality where old soldiers can live in comfort and

ranquility.
It stands to the honor of Nebraska that this state was among the first to establish a home for the soldiers where families are no separated. In order to accommodate fam: separates. In order to accommodate families it is proposed to erect cottages on tracts of land of say two and one-half or five acres, which may be cultivated by raising vegetables, etc., by the soldiers. The plan seems far more preferable than gathering together many families and other inmates in on-building. The main building can be occupied by those who have no families. According to the best estimates which can be formed we may calculate on an average of 250 to 300 inmates at the establishment. To accon date them it will be necessary to add tw wings to the present main building or to erect another main building or two buildings in addition to the cottages. There was donated to the state by the citizens of Grand Island the munificent gift of 640 acres of land on which to establish the home. This tract of land is equal in value to the original amount appropriated by the legislature. The state thus far, therefore, has been reimbursed for its outlay of \$30,000. Liberal appropriations will be needed to enlarge the capacities of

I trust you will deal with it in a liberal spirit Congress enacted a law at its last session providing for the payment to each state which has a soldiers home, \$100 a year for each inmate of that home. This will aid largely in the payment of the running expenses of this institution. The present structure is among the best in the state of ou public buildings, and was erected under the immediate supervision of the commandant Captain John Hammond, who has organize the institution and has put it on a successfu running basis.

The Hospital For the INSANE.

The report of the superintendent of the Nebraska hospital for the insane will show that there were present December 1, 374 patients, 227 males and 147 females; 1886, that there have been admitted 421 during the two years, 234 males and 197 females; that there rave been discharged 403; recovered. males, 71 females, total 168; improved, males, 17 females, total 40; unimproved, maies, 5 females, total 40; doped, 6 maies, 0 females, total 6; not insane, 3 maies, 3 females, total 6; died, 32 maies, 24 females, total 50; transferred to Norfolk, 54 maies, 43 females; total 97; whole number under treatment, first year 570, second year, 618; average number daily under treatment for the two years, 380%; percentage of recover ies on whole number admitted in two years percentage of deaths on whole number under under treatment, first year, 5.3s, second year, 4.04; for the two years, 4.71; highest number in hospital, 414; remaining in the hospital November 30, 1888, 937 males, 214, and females, 178; total sense for maintenance per capita, \$243.11 annually, \$4.00 weekly,

The report also sets forth the fact that the ospital would be crowded with 300 patients. and that there had been present as many as 414 at one time. It will be evident from these statements that, even with the most stren-nous exertion, it must be difficult for the phy-sicians to do full justice, either to the patients or themselves. The report also shows that the hospital does not possess the facilities for properly classifying patients under treat ment, owing to the limited number of wards It urges strongly the necessity for additiona and much smaller wards.

NORFOLK ASYLUM FOR THE INSANE.

The report of the superintendent furnishes complete history of the affairs of this insti-ution, which was completed and opened for he admission of patients on the 15th day of February, 1888. Pursuant to the provisions of the law the board of public lands and buildings set aside the following territory to comprise the Norfolk asylum district, to wit. The following counties, Antelope, Blaine, Boone, Box Butte, Brown, Burt, Cedar, Boone, Box Butte, Brown, Burt, Cedar, Cherry, Colfax, Cuming, Dakota, Dawes, Dixon, Dodge, Garfield, Greeiey, Holt, Keya Paha, Knox, Loup, Madison, Nance, Pierce, Platte, Sheridau, Sioux, Stanton, Thomas, Valley, Washington, Waxne and Wheeler. All immates of the Nebraska hospital for the insane at Lincoln who were originally resi-dents of the above pared countries were ients of the above named counties wer transfered from Lincoln to Norfolk. On the 15th day of Fobruary, 1888, a transfer of ninety-seven patients, fifty four males and forty-three females, was made from the Neoraska hospital at Lincoln to Norfolk by a special train in charge of the superintendent of the Nebraska hospital for the insanc The transfer was safely made and withou accident. The total number of patients under treatment since the opening of the ospital has been 149. During the year nere have been fifty-two new cases admitted in the Norfolk asylum district. The two new wings provided for by an act of the last legislature have been completed and are now ready for occupancy. When they are furnished, these wings will accommodate 120 patients. The Lincoln and Norfolk asylums are now filled to their utmost capacity. The two wings at Norfolk and the asylum for the incurable at Hastings, which are nearing completion, will relieve the pressure for the present: but it must be borne in mind that after these new buildings are filled, there will still be a large number of insane persons in poor houses and jails throughout the state not yet provided for. There is one satifactory conclusion in connec-

on with this subject, namely, the proportion of insane in Nebraska is far below most of the other states. The United States census of 1880 shows that there was one insane to every 545 of population. More recent local statistics indicate that the proportion at preseat is probably one in 500 or less. Australia has one in 369, England one in 362, Massachu-setts one in 370, New York one in 380, California one in 370. Nebraska (estimated) ac cording to the number of our instanc, and the population, one in 1,000. This estimate is made by Dr. Knapp, of the Lincoln asylum, who has given the subject much attention. The superintendents of these institutionsall that possibly could be done to meet th constantly increasing demands made upon them to provide for additional patients. And I can say for the satisfaction of relatives and friends of inmates, that every thing which kindness and intelligence, devoted care and attention could do for their comfort has been

ASYLUM FOR INCURABLES AT HASTINGS. This building is fast approaching comple-tion; but an appropriation will be necessary for furnishing and fitting it for the reception of patients. As to the amount necessary reference is made to the estimates.

INDUSTRIAL HOME AT MILFORD. This building is nearly ready for use, but an appropriation will be necessary in order to furnish it and prepare it for occupancy.

INSTITUTE FOR THE DEAF AND DUMB.

The institute for the deaf and dumb located at Omaha during the last two years has made good progress in the work for which it was organized and is sustained. There have been 150 children cared for and in-structed during this period. It is the design of this institute to give its pupils a good common school education; also to instruct each in some handicraft, by which they may be enabled to gain a livelihood on leaving school. This institute was the first in the country to introduce what is known as the aural method of instructing partially deaf children, and was the first i America to establish a seperato "auricula department." It will thus be seen that in class of our country, Nebraska is among the

advance guard. INSTITUTE FOR THE BLIND AT NEBRANKA CITY There have been admitted to the blind in stitute during the biennial term ending No vember 30, 1888, thirty-one blind children who for the first time have enjoyed the advantages of the institution, and the total enrollment has reached fifty-six. The number present at this date is forty-one. The work in the several departments has progressed steadily and in a satisfactory manner. The regular school department is organized upon the same general plan, and the course of study pursued is identical to that of our best public schools. It embraces among the higher branches, algebra, geometry, physics, astronomy, rhetoric and Eng lish literature, and is ordinarily completed in ine years. The report in detail will be found of much interest.
INSTITUTION FOR FEEBLE-MINDED YOUTHS.

The report of the superintendent of the in-stitution for feeble-minded youths exhibits the condition and needs of the institution. It was opened for the reception of inmates May 25, 1887, rapidly filling up until the full capacity of the present building was reached. There are now 143 applications for admission. The building just completed and ready to occupy will accommodate sev enty-two boys. This will not increase the capacity of the institution to that extent however, as the increased number will require more room in the present building for tining rooms, school rooms, etc. Thus it wil be seen that the two buildings already erected will not be sufficient to accommodate those for who applications have been made up to this time. The number of inmates at present is seventy. The school department has been organized but little more than a year. Three teachers have been employed. The results of the training have been beyond expectation [A1] show inverse great in discovered. expectation. All show improvement in dis-position and deportment. Individual work is necessary with all, and it alone will ac complish any result in the beginning. The methods used are as nearly as possible adapted to the peculiar needs of each to object teaching and kinder-garden work in connection with physical work, such as gymnastics and calisthenics. The law provides that the most improvable cases between the ages of five and eighteen shall be given preference over others in admission. The most unfortunate and helpless, and those over eighteen years of age, have been practically debarred by this clause, being compelled by reason of the crowded condition of the institution to reject all such applications. He says an asylum department for the care of these per-sons, who are not suitable subjects for the training school, should be established in connection with the institution at an early day. There are at least two hundred of this class

the institution and make it commensurate with the demands that will be made upon it. the great care necessary for their maintenance, making life a burden to father and mother, and even preventing the education and training of their more fortunate brothers and sisters. The superintendent reports and sisters. The superintendent reports that there are over seven hundred feeble minded persons of all ages in the state, and now that the institution is in successful operation, and its necessity and utility are demonstrated, he asks that a reasonable appropriation be made in order that the institution can be thoroughly effect ual and useful. STATE INDUSTRIAL SCHOOL AT REARNEY.

This institution, known as the state reform

school until the session of the legislature of 1887, is in a prosperous and healthy condi-tion. It is operated under the open or fam-

ion. It is operated under the open or family system in contradiction from the congregate or prison system. No high walls or fences, no grated windows or doors to terrify the boy or girl on his or her arrival. Instead of these, the school room, the reading room with its attractions, amusements and an abundance of clevating reading the lighter forms of shop and out door work, the play ground, kind words and firm discipline, all indicate a good home and wholesome restraint. Suf-ficient and healthy food, such as a character istic of a well regulated country nousehold, is provided for the inmates, and comfortable clothing, beds, bedding and sleeping apartments are furnished them. In addition to moral reformation and physical development each inmate has an opportunity to obtain a common school education. As far as prac-ticable, each is required to attend school four hours a day and work the same number of hours. Ample time is further given for recreation, reading and self-improvement. One of the most prossing needs of this institution is a system of workshops, in which each inmate of sufficient age and capacity can learn a useful and practical trade. The superintendent, in his report, says: **t is the imperative duty of the legislature the imperative duty of the legislature to give the school facilities for teaching trades. No argument should be required to show that such facilities are badly needed. The organic law contemplates their establishment; the interest of the inmates demand them; the state at large ex-pects them." There are now in attendance il girls and 184 boys-a total enrollment of 245. The present attendance shows a net in-crease of 100 over that of two years ago. Since the organization of the school, but one death has occurred and this was the result of an accident. The results of the teachings and training of this school are very com-mendable. It is safe to assert that 75 per cent of those honorably discharged are doing well. From personal visitation and observa-tion, as well as from current reports, I am

HOME FOR THE PRIENDLESS. The report of the home for the friendless hows what has been done by that instituion for the last two years. Number inmates in home December, 1886. 7: Number admitted since......377

work requires.

Number for whom work was found. Sumber sent to other institutions Number of deaths.....

. . . . 44 In this institution the waifs of humanity find comfortable homes and kind, motherly care. It is conferring a blessing upon this state and upon humanity. Those in charge are imitating the example of their Divine Master in relieving human suffering. They are gathering in and saving the abandoned; their institution is in reality the home of those who have no home. I trust you will regard it with favorable consideration.

NEBRASKA PENITENTIARY. The report of the warden of the pententiary with the accompanying statistics presents with minute details the affairs and operations of that institution. There have been received into the penitentiary since it has been estab lished, 1.465 convicts; number of those who have been discharged or pardoned, 1,118; number of deaths, 9; leaving in prison, No-vemoer 30, 1888, 338; number in now, 328; showing an increase of ten in two years. Number received by committment during this same two years, ending November 30, 1883, 316. The number discharged in the same time under the good time act, 269. Important changes and improvements have been made since the last biennial re port. A two-story brick building 72x300 feet has been erected, and is now fully occupied by work shops, laundry, bath rooms, etc. This building adds largely to the capacity of the working departments of the prison. Other improvements have been made which have resulted in increasing the efficiency, comfort and security. Measures should be taken to give a better system of sewerage to

The work of the live stock sanitary com-

mission has been quietly and steadily carried on during the two years last past, and the results therefrom, as embodied in the report recently submitted, show a benefit to the farmers and stock raisers of Nebraska not easily calculated. The law creating this board has been proved an excellent one in its gen-eral purposes and adaptability to practical work. Stringent measures have been adopted for the purpose of preventing the contagious pleuro-pneuntroduction of monia and Texas fover. The report shows that four outbreaks of the latter have occurred during the last two years, but in each case owners had purchased native cattle which had been exposed before shipment into this state. There have been no violations of the quarantine rules during this period. The state veterinarian was directed o make an examination of the dairy herds f the state for the purpose of ascertaining if tuberculosis existed, and, after thorough and careful work, but six cases of tubercu-losis were discovered, those being among the cattle in Douglas county or in the vicinity of Omaha. These animals were immediately destroyed, and no further developments of the discase have occurred. Too great value cannot be attached to the extirpation of tuber-ulosis, which is so readily commun-cated to man through dairy products. No cases of pleuro-pneumonia have developed vithin the state, as thorough quarantine reg ulations are in force against all pleuro pneu-monia districts, and little danger need be apprehended. Among contagious and infectious diseases in this state, glanders and farey, in horses and mules, is the most widespread and destructive. At the beginning of the work of the board, it existed in nearly every county in the state. The fight against its in vidious ravages has been and is still a deter-mined one, and so far successful that at the present time forty counties are reporting no The law, as amended at the last slature, allowing the payment of indemnity for animals destroyed by the state, has greatly facilitated the reporting of suspected—cases. and prevented the secreting of the disease. It has proved a blessing to poor and deserving farmers, many of whom are entirely dependent upon their horses and mules for a means of support, and to whom the payment of this indemnity is a boon, while the state is being relieved of a terrible scourge, dangerons alike to man and beast. Several persons have died of it during the past two years in this state, having contracted it by caring for afflicted animals. Eight hundred and thirty horses and mules have been destroyed b the live stock commission since November 30, 1886, to December 1, 1888. The amount of indemnity allowed for the same was \$30, 071.50, averaging \$43.50 per head. These animals were destroyed in sixty-six counties. showing an immense amount of labor, prose cuted in all seasons of the year; and it ha only been by the most energetic efforts upon the part of the board that such a result can be shown. The work is most satisfactory to the people of the state whose interests are directly connected therewith. The labors of the live stock agents and vetcrinarians have been arduous and unremit-ting. They have been sent for by farmers in all sections of the state. The casts for them have been more numerous than they could give attention to. Their services have peen most useful and effective. OIL INSPECTION.

The report of the state oil inspector covers

a period of seventeen months. The number of barrels of oil and gasoline inspected was 149,269; total fees collected, \$14,920.09. Salaries and expenses of inspector and deputies for six months ending December 31, 1887. \$4,587.37; turned over to the state treasurer January 1, 1888, \$761.03; salaries and ex-penses of inspector and deputies from Jan-uary 1, 1888, to December 1, 1888, \$8,908.18; There are at least two hundred of this class in the state. They are distributed in county poor houses, and in homes made cheerless and in some cases even desolate by reason of of the state. The law is being regularly en-

forced and is giving general satisfaction The inspector recommends that the law be so amended as to prevent the sale of one grade of oil for that of another of a higher grade. For instance, there are a number of brands of oils known as "prime white," "water white and 'headlight." The latter commands a higher price on the market than the former. There should be seme provision made to protect the consumer from fraud in made to protect the consumer from fraud in this way of substituting the cheaper grades for the higher. He also recommends a change in the law regarding the appointment of deputies similar to the Iowa law, where the state inspector can appoint a suitable number of deputies and their compensation be regulated according to the amount of business done. The office is entirely self-sunness done. The office is entirely self-sup-porting, consequently I think the law should be amended so as to get the best service possible for all interested. The result of the op-eration of this law has been to give the con-sumer better grades of oil, while all the ex-pense of inspection is borne by the shipper and the price has not been increased.

NEBLASKA FISH COMMISSION.

The doings of the fish commissioners and the operations of the state hatcheries are fully set forth in their detailed report. The work of the commission has been carried forward during the year 1888 with good succoss. The total number of young fish, three to six months old, and fish fry produced at the state hatcheries during the year ending December 31, 1888, is 17.732,725, against 10,560,100 in the year 1887. All of these fish have been planted in the lakes, ponds and streams of the state. The per centage of loss in transportation has been less than in any former year. The number of each species of fish handled during the year 1888 is as follows: Wall eyed pike fry, 16.950,000; lake berring fry 450,000; brook trout fry, 245,000; rainbow trout fry, 50,000; german carp, 34,200; black bass, 3,000; spotted cattlsh, 525. In addition to the foregoing the commission obtained through the courtosy of Colonel McDanald Politics States commis-Colonel McDonald, United States commis-sioner of fish and fisheries, and Hon, S. P. Bartlett, of the Illinois fish commission, Bartlett, of the Illinois fish commission, 00,000 native fishes of the state of Illinois, consisting of bass, rockflsh, pike, pickerel, croppies and perch. They were transplanted from Illinois into the interior of Nebraska in two United States fish cars of 300,000 each, without loss and deposited in the waters of the state. These fish were from a few months to a year and over old. It will be borne in mind that we have an area of territery two hundred by four hundred miles; that a jarge part of the water. area of territory two hundred by four hundred miles; that a large part of the wat-ers to be stocked with valuable food fish lies west of the sixth principal meridian, a distance of one hundred to four hundred miles from the hatcheries, and too far to ad-mit of the carrying of the young fish safely by the heretofore only method within the reach of the commission, namely, the ordin-ary tin can by warras or by a special mesconfident the children are kindly treated and cared for, that they have a good home and proper influences exerted in their behalf reach of the commission, namely, the ordin-ary tin can by cription or by a special mes-senger in the railroad baggag, car. Relin-ble information from persons to whom young fish have been delivered for stocking streams and ponds, both by letter and in person affords tocon-testable evidence of success in this good work. A large number of letters annexed to the report will afford to the skeptical a source of instructive reading upon this spheet. The and that the school is managed in a praiseworthy and beneficent manner, I therefore advise that encouraging support which this responsible character building of instructive reading upon this subject. The labors of the commission have been attended with very gratifying success, and they have been of great utility to the people of the com-monwealth. Many of our streams have been stocked with various kinds of fish, and they have become an important element of food in the economy of life. Some have stocked ponds for raising fish for the market, and already are reaping a fair reward on their investment. The fish commissioners deserve encouragement at your hands. They have for years given their time to this work without fee or hope of reward. Their labors have been entirely unselfish, and for the public good.

BOARD OF TRANSPORTATION. The report of the board of transportation shows that at the time of the taking effect of the law creating the board of transporta-tion (July 1, 1887), there were three cases pending before the board of railroad commissioners. Since that date thirty formal complaints have been filed with the board, making a total of thirty-three considered since its creation and until June 30, 1888. December 20, 1888, five of these cases were still pending and undetermined, four had been dismissed, four had been withdrawn by the complainants, and twenty had been de cided in favor of the complainants, and the carried into effect. There have been nearly twice as many informal complaints made in the form of letters, which have been considered by the board, and wherever the board has had jurisdiction of the subject matter it has succeeded in securing a satisfactory adjustment of the differences RAILROAD PREIGHT RATES.

While railroad freight rates are a neces sity to the people, the people are a necessity to the railroads. The relations they sustain to each other must be mutual and should be so adjusted that the interests of both would be promoted and protected. Those who invest their means in railroad property have a right to expect a fair return on their invest-ment. Those who labor have the same right o expect a fair reward for their labor, which is their capital invested. Railways should so adjust their tariffs of charges that farmers, grazers, manufacturers, merchants, and all who ship over them, can do so and receive a remunerative profit from their business. The power of the logislature to establish and en-force reasonable charges on the part of common carriers has been fully established by a decision of the supreme court, and that power must be exercised in all cases where the poople are subjected to extertionate charges The rights of the people must be protected. The power that creates is greater than that which is created. The people create and their power is supreme, and they speak through the legislature to the agencies which have been cre ated for executing their will.

ASSESSMENT AND TAXATION Your carnest attention is invited to the necessity for a revision and amendment of present laws regarding assessment and taxa That great injustice and inequality prevails under our present system is too ap parent to require argument to induce con-viction. Furthermore, it gives rise to a false impression and does great injustice to the state. Upon the face it is made to appear that Nebraska sustains the highest taxation of any state in the union, save Nevada, which is utterly untrue. The statement is thoroughly deceptive and pernicious, and it results from our exceedingly low rate of assessment. Property n Nebraska is assessed at a smaller valua tion than in any of the states. To prove the truth of this assertion in regard to four states, for instance, the following table is presented of the assessment value of the principle kinds of property in Minnesota, Kansas, Iowa and Nebraska, which will at a glance show the correctness of my statement

Minn. Kan. Iowa. Land per acre. \$ 7.46 \$ 4.24 \$ 7.98 Horses 67.30 31.61 Cattle 22.21 9.50 Mules 63.53 - 9.42 140 Hogs 2.47 1.60 1.91 These figures are taken from the official re-

ports of those states and are authentic. You will readily observe that land, horses, cattle, mules and hogs are rated at far less value in Nebraska than in Minnesota, Kansas and Iowa. Land at less than one-half and Iowa. Land at less than one-half what it is in Minnesota and Iowa; horses in Minnesota at more than three times the value of the same animals in our state. This low assessed valuation explains this apparent high rate of taxation, and also shows the fallacy of the statement that Nebraska is the highest taxed state in the union. The truth is, the rate of taxation here is, in reality, below what it is in the three states named, and in some other states. Our tax per capita in 1885 upon the basis of the population as returned by the census of 1880, was \$2.47, while the tux per capita for the same year upon the assessed valuation of the three states united, which have been selected for comparison, was according to the aggregate amount raised by them \$2.55 as against \$2.47 amount raised by them \$3.55 as against \$3.47 in Nebraska. The state census of 1885 showed our population to be 740,645. The amount of taxation for the same year, raised for state purposes was \$1.027,018.25. Taking the population for that year and the amount of tax raised as just stated, the tax per capita was \$1.38%. Nebraska has thus been made to suffer from the reputation of being the highest taxed state exceptions, which repuhighest taxed state, except one, which repu-tation rests on an entirely false basis. This wrong must be remedied. This false imwrong must be remedied. This faise impression must be removed. The rate of assessment must be largely increased. It is a well proven fact that a vast amount of property, both real and personal, escapes taxation. Men who maintain an unquestioned reputation for integrity whose word and bond are good in all business circles, will deliberately cheat the assessment. will deliberately cheat the assess-ors, and will regard it as an evidence of shrewdness and smartness if they succeed. They conceal the posses-sion of notes, certificates of stocks and mort-gages, while the property and little home of the toller is seen and known by all, and does

[Continued on Fifth Page.]